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21 February 1986

NOTE FOR: DCI

SUBJECT: Alternative CI and Security Executive Policy Instrument

The attached correspondence was prepared by direction of the IG/CM Chairman. The Community Counterintelligence Staff, independently of its role as secretariat to the IG/CM, recommends support for the proposal of an alternative executive-level instrument for promulgation of "routine" CI and CM policy.

Delays in or lack of approval of proposed NSDDs on CI and CM policy, while not always critical, devitalize efficient CI and CM planning. Delays have perpetuated vacuums in areas requiring official policy statements for commitment of resources and have also contributed to a sense of futility amongst IG representatives participating in the policy development process. Equally important, lack of expedient self-generated executive-level action tends to make the executive branch ultimately appear to be primarily reactive to external stimuli, e.g., Congress.

The IG/CM Chairman cites precedent for the promulgation of CI and CM policy through White House correspondence signed "For the President" by appropriate NSC officials. In light of the considerable number of ongoing and imminent initiatives, it seems appropriate to again raise the potential for filling recognized "routine" intelligence policy instrument needs. Examples of these are those which direct executive branch establishment of security awareness programs, reporting of hostile contacts, OPSEC programs, etc. The recommendation of the IG/CM Chairman accommodates the obvious need for more deliberate Presidential involvement in the more heavily consequential policy matters, e.g., options to limit and control the hostile foreign presence, foreign civil overflights of the US, national telecommunications and automated information security, etc.

From the perspective of the CCIS, an alternative White House-level executive policy instrument for promulgation of "routine" CI and CM policy matters is essential and would receive wide endorsement and voluntary compliance throughout the executive branch.

STAT

Chief, CCIS/ICS

Attachment:  
a/s

UNCLASSIFIED

Interagency Group/Countermeasures  
Washington, D.C. 20505

10 FEB 1986

MEMORANDUM FOR THE CHAIRMAN, SENIOR INTERAGENCY GROUP/INTELLIGENCE

SUBJECT: Alternative Executive Policy Statement

Since the SIG-I apparatus was established in 1982, the only form in which executive branch policy within our jurisdiction has been promulgated has been the National Security Decision Directive (NSDD), signed by the President.

As a practical matter, this has meant that certain policy issuances prepared by, and transmitted through, the SIG-I apparatus have languished at the NSC level for long periods, because they did not appear, at least initially, to rise to the level of Presidential decisionmaking (e.g., foreign ownership; security awareness; reporting hostile contacts; the civil overflight security program; and operations security). I do not quarrel with this, per se; indeed, it seems clear certain of these proposals are not sufficiently important to warrant Presidential attention or action. They do, however, require action by an authoritative executive branch official inasmuch as they affect many departments and agencies.

My predecessor, General Stilwell, attempted unsuccessfully some months ago to resolve this with Ken deGraffenreid and Bob Kimmitt, suggesting to them that the President's National Security Advisor be authorized to sign out executive branch policy issuances which required action by the White House but did not rise to the level of the President. No action was taken on this suggestion.

I continue, with support of the IG/CM, to see the need for such an alternative issuance if the SIG-I system is to provide a workable policy mechanism. Indeed, the lack of such an alternative poses a serious practical obstacle to the effectiveness of the system.

There is considerable precedent in previous administrations for the Assistant to the President for National Security Affairs to sign policy memoranda applicable to departments and agencies of the executive branch. Speaking for the Defense Department at least, such memoranda were treated as seriously and authoritatively as those signed by the President.

We also continue to have doubts expressed by the Congressional intelligence committees that the SIG-I apparatus is effective. This would be, in the view of the IG/CM, one positive action which could be taken to improve our performance.

The IG/CM thus urges you to raise with Admiral Poindexter the desirability of an alternative form of policy issuance which he, rather than the President, could sign. These sorts of issuances might be limited to those which affect some, but not all, departments and agencies, or which are limited in scope and impact upon executive branch activities. An element of judgment will necessarily be involved in deciding which form may be appropriate, but I submit it will ordinarily not be difficult to determine. I have attached a draft memorandum from you to Admiral Poindexter for this purpose which I recommend that you raise with him personally.

  
Craig Alderman, Jr.  
Chairman

Attachment

The Director of Central Intelligence

Washington, D.C. 20505

MEMORANDUM FOR: Assistant to the President for National Security Affairs  
SUBJECT: Need for an Alternative Form of Executive Policy Issuance

1. Since the SIG-I apparatus was established in 1982, the only form in which executive branch policy within our jurisdiction has been promulgated has been the National Security Decision Directive (NSDD), signed by the President.

2. As a practical matter, this has meant that certain policy issuances prepared by, and transmitted through, the SIG-I apparatus have languished at the NSC for long periods because they did not appear, at least initially, to rise to the level of Presidential decisionmaking (e.g., foreign ownership, security awareness, reporting hostile contacts, the civil overflight security program, and operations security). I do not quarrel with this per se; indeed, it seems clear certain of these proposals are not sufficiently important to warrant Presidential attention or action. They do, however, require action by an authoritative executive branch official inasmuch as they affect many departments and agencies.

3. Accordingly, I see the need for an alternative form of executive issuance to provide a workable mechanism for the promulgation of policy affecting multiple departments and agencies, albeit policy which is limited in scope and impact, and does not itself require action by the President.

4. There is, as you are aware, considerable precedent in previous administrations for the Assistant to the President for National Security Affairs to sign policy memoranda of this nature and, indeed, such memoranda were regarded as authoritative by executive departments and agencies. Also, the Congressional intelligence committees continue to express doubts regarding the effectiveness of the SIG-I system, pointing to the relatively few actions which have been approved by the President, most of which waited action for many months. Adapting an alternative policy issuance appears to be one action which might be taken to improve our performance, both in terms of the actions which come to consummation and in terms of the time required to staff them.

5. If you agree with this concept and it is agreeable to the President, I ask that you indicate your concurrence below and return this memorandum to me. This will serve as authority for the SIG-I to develop and forward for

your signature appropriate policy issuances which apply to multiple departments and agencies but which, in our view, are limited in scope and impact and, therefore, do not require action by the President.

William J. Casey  
Chairman, Senior Interagency Group-Intelligence

CONCUR:

Assistant to the President for  
National Security Affairs

Date